

## Message Text

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ACTION IO-13

INFO OCT-01 EUR-12 EA-07 ISO-00 SIG-01 OMB-01 TRSY-02

EB-08 L-03 CIAE-00 INR-07 NSAE-00 ABF-01 HEW-04

AF-08 ARA-06 NEA-10 /084 W

-----010338Z 117529 /20

R 311946Z MAR 77

FM USMISSION GENEVA

TO SECSTATE WASHDC 6338

INFO USMISSION IAEA VIENNA

AMCONSUL MONTREAL

AMEMBASSY PARIS

AMEMBASSY ROME

USUN NEW YORK 4529

AMEMBASSY BERN

AMEMBASSY BONN

AMEMBASSY BRUSSELS

AMEMBASSY CANBERRA

AMEMBASSY LONDON

AMEMBASSY OTTAWA

AMEMBASSY STOCKHOLM

AMEMBASSY THE HAGUE

AMEMBASSY TOKYO

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MONTREAL FOR ICAO

PARIS FOR UNESCO

ROME FOR FODAG

VIENNA FOR UNIDO

E.O. 11652: NA

TAGS: AORG AFIN UN

SUBJ: GENEVA GROUP CONSULTATIVE LEVEL XIV

REF: A. GENEVA 2000, B. STATE 061987, C. GENEVA 2181

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SUMMARY: GENEVA GROUP CONSULTATIVE LEVEL XIV REACHED

A TURNING POINT IN COOPERATIVE EFFORTS AMONG KEY DONORS

TO FORCE SPECIALIZED AGENCIES TO MAKE BETTER USE OF

RESOURCES PROVIDED. AFTER FOCUSING ALMOST ENTIRELY

ON THE QUESTION OF WHAT NEXT STEPS TO TAKE IN THE INDICATIVE

TARGET FIGURE EXERCISE (WORKING FROM A U.S. PAPER) THE

CONSULTATIVE LEVEL AGREED: (A) TO CONSIDER IN CAPITALS THE "VIEW" THAT THERE SHOULD BE PAUSES IN REAL BUDGET GROWTH FOR PROGRAM ADJUSTMENT AND CONSOLIDATION DURING THE 1980-81 BIENNIUM FOR FAO, ILO AND WHO (1981-82 FOR UNESCO); (B) THAT THERE WOULD BE A PRELIMINARY EXCHANGE IN THE GENEVA GROUP (GENERAL) NO LATER THAN THE END OF MAY TO REACH CONSENSUS; AND, (C) THAT IF CONSENSUS COULD BE FOUND, THE FOLLOWING THREE CONCRETE "NEXT STEPS" WOULD THEN BE TAKEN: (1) THE GENEVA GROUP (GENERAL) WILL PROCEED TO DEVELOP INDICATIVE TARGET FIGURES FOR THESE AGENCIES EITHER ON THE BASIS OF A "PAUSE" OR AN APPROPRIATE ALTERNATIVE (WITH THE "PAUSE" FORMULA TO BE CONSIDERED FIRST). (2) NATIONAL GOVERNMENTS WILL "INTENSIFY" WHAT SHALL BECOME A CONTINUING EVALUATION OF THE PROGRAMS OF THESE AGENCIES. (3) THE CONSULTATIVE LEVEL MEETING IN THE AUTUMN WILL EXCHANGE VIEWS ON THE PROGRESS MADE BY THEN IN EVALUATING EXISTING PROGRAMS AND IN ASSESSING THE LIKELY KIND OF PROGRAMS FOR THE NEXT BIENNIUM. END SUMMARY.

1. THE MARCH 29-30 CONSULTATIVE LEVEL MEETING OF THE GENEVA GROUP ADOPTED WITHOUT OBJECTION THE PROVISIONAL AGENDA (GENEVA 0804), AND PROCEEDED DIRECTLY TO CONSIDERATION OF THE INDICATIVE TARGET FIGURE EXERCISE AND THE NEXT STEPS TO BE TAKEN. AS ANTICIPATED (REFS B AND C), THE QUESTION OF "NEXT STEPS" DOMINATED INITIAL DISCUSSION.

2. REPORTS FROM SUB-GROUPS ON THE ACTION WHICH HAD BEEN TAKEN FOLLOWING THE OCTOBER 6 CONSULTATIVE LEVEL DECISION REFLECTED POOR RESULTS THUS FAR. REPORTS WERE TREATED LIMITED OFFICIAL USE

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FAIRLY PERFUNCTORILY IN ORDER TO GET ON TO THE MAIN QUESTION OF "NEXT STEPS". ITALY AND UK EXPRESSED CONCERN THAT THE UNESCO SUB-GROUP MIGHT BE OUT OF STEP WITH OTHER SUB-GROUPS.

3. FRANCE AND THE UK INTRODUCED THEIR RESPECTIVE PAPERS ON NEXT STEPS (GENEVA 2132 AND 2133). THE UK POINTED OUT THAT THE BULK OF THE WORK ENVISAGED IN THE "NEXT STEPS" WOULD FALL TO THE LEAD DEPARTMENTS WITHIN GOVERNMENTS TO PERFORM. PICKING UP HELPFULLY ON THE MAIN PUSH WE HAD MADE IN A CO-CHAIRMAN'S MEETING THE PREVIOUS EVENING, THE UK EXPRESSED HOPE THAT THE MEETING WOULD CONSIDER A CALENDAR FOR THIS.

4. AFTER EXAMINING THE HEART OF THE UK PAPER -- WHICH WAS THAT, IN ADDITION TO INDICATIVE TARGET FIGURES, PROGRAM PROPOSALS SHOULD BE "SCRUTINIZED IN CAPITALS, -- THE MEETING FOCUSED ON THE IMPLICATIONS OF SUCH AN APPROACH. WITH THE STAGE THUS SET, ASSISTANT SECRETARY-DESIGNATE MAYNES LED OFF THE DISCUSSION WHICH WAS TO OCCUPY MOST OF THE MEETING. MAYNES

EMPHASIZED THE NEW ADMINISTRATION'S STRONG SUPPORT FOR THE UN AND THE SPECIALIZED AGENCIES, POINTING TO THE DEMONSTRATION OF THIS IN THE EARLY CALL ON THE PRESIDENT BY THE UN SECRETARY GENERAL, AS WELL AS THE PRESIDENT'S ADDRESS AT THE UN. MAYNES STRESSED THIS HEIGHTENED INTEREST MEANS THAT THE USG IS GOING BEYOND CONCERN WITH BUDGET LEVELS TO BECOME MUCH MORE INVOLVED IN DISCRIMINATING AMONG PROGRAMS.

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-----010340Z 117626 /20

R 311946Z MAR 77  
FM USMISSION GENEVA  
TO SECSTATE WASHDC 6339  
INFO USMISSION IAEA VIENNA  
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USUN NEW YORK 4530  
AMEMBASSY BERN  
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AMEMBASSY BRUSSELS  
AMEMBASSY CANBERRA  
AMEMBASSY LONDON  
AMEMBASSY OTTAWA  
AMEMBASSY STOCKHOLM  
AMEMBASSY THE HAGUE  
AMEMBASSY TOKYO

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5. IN ORDER TO FORCE THE GENEVA GROUP TO REACH A CONSENSUS ON HOW TO DEFINE AN INDICATIVE TARGET FIGURE ON WHICH TO BUILD A PROGRAM BY PROGRAM APPROACH WITHIN A SPECIFIC TIME FRAME, MAYNES THEN TABLED A US PAPER PROPOSING THAT GENEVA GROUP COUNTRIES CONSIDER THE VIEW THAT BUDGET LEVELS FOR THE 1980-81 BIENNIUM FOR FAO, ILO AND WHO (AND 1981-82 FOR UNESCO) BE HELD IN REAL TERMS AT THE SAME LEVELS AS THE PRECEDING BIENNIUM TO PERMIT "A TEMPORARY PAUSE FOR CONSOLIDATION" OF PROGRAMS. FROM

NOW UNTIL THAT BIENNIUM, LOCAL GENEVA GROUPS WOULD HARMONIZE  
PROGRAM EVALUATIONS CARRIED OUT IN GENEVA GROUP CAPITALS.  
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COORDINATED, CONSISTENT AND COHERENT PRESENTATIONS WOULD BE MADE  
TO SECRETARIATS ON THE BASIS OF THESE EVALUATIONS.

6. THE US PROPOSAL ELICITED LIVELY RESPONSES, ALL REFLECTING  
THE FAMILIAR DEFERENCES IN NUANCE AND POLICY AMONG GENEVA  
GROUP GOVERNMENTS. WE THEN ENTERED INTO A VERY TORTUROUS  
DRAFTING EFFORT DURING WHICH THE US PAPER WENT THROUGH  
FOUR GENERATIONS BUT WITHOUT DAMAGING OUR ESSENTIAL  
OBJECTIVES WHEN IT WAS FINALLY ADOPTED AS THE FINAL ACT OF  
THE MEETING MARCH 30.

7. THE CONSULTATIVE LEVEL DECISION ON "NEXT STEPS" (FULL  
TEXT SENT SEPTEL) IS, ESSENTIALLY: (A) AGREEMENT  
TO CONSIDER IN CAPITALS THE "VIEW" THAT THERE SHOULD BE  
A "PAUSE FOR CONSOLIDATION" DURING THE 1980-81 BIENNIUM  
FOR FAO, ILO AND WHO (1981-82 FOR UNESCO); (B) THAT  
THERE WILL BE A PRELIMINARY EXCHANGE IN THE GENEVA GROUP  
(GENERAL) NO LATER THAN THE END OF MAY TO SEE WHETHER A  
CONSENSUS CAN BE DEVELOPED WITH RESPECT TO A "PAUSE," AFTER  
WHICH THREE CONCRETE "NEXT STEPS" WILL BE TAKEN:  
(1) THE GENEVA GROUP (GENERAL) WILL PROCEED TO  
DEVELOP INDICATIVE TARGET FIGURES FOR THESE AGENCIES  
EITHER ON THE BASIS OF A BIENNIUM "PAUSE" OR AN APPROPRIATE  
ALTERNATIVE (WITH THE "PAUSE" FORMULA TO BE CONSIDERED FIRST);  
(2) NATIONAL GOVERNMENTS WILL "INTENSIFY" WHAT SHALL  
BECOME A CONTINUING EVALUATION OF THE PROGRAMS OF THESE  
AGENCIES. (THE WORD "INTENSIFY" WAS SUBSTITUTED FOR "INITIATE"  
WHEN CANADA POINTED OUT THE EMBARRASSING IMPLICATIONS FOR  
ALL AROUND THE TABLE); AND (3) THE CONSULTATIVE LEVEL  
MEETING IN THE AUTUMN WILL EXCHANGE VIEWS ON THE PROGRESS  
MADE BY THEN IN EVALUATING EXISTING PROGRAMS AND IN  
ASSESSING THE MOST EFFECTIVE PROGRAM PROFILE FOR THE  
NEXT BIENNIUM.

8. FOUR UNENUMERATED PARAGRAPHS FOLLOW KEY PARTS IN TEXT,  
BUT REPRESENT ONLY THE MUSIC FOUND NECESSARY TO BRING  
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ABOUT UNANIMOUS ADOPTION OF THE DECISION. THE THREE LAST  
PARAGRAPHS WILL REQUIRE GUIDANCE FOR THE MISSION, HOWEVER,  
WHEN THE GENEVA GROUP (GENERAL) NEXT MEETS.

9. COMMENT: THIS MEETING COULD REPRESENT A TURNING POINT IN INTER-GOVERNMENTAL COORDINATION AMONG THE MAJOR WESTERN CONTRIBUTORS ON THE PROBLEM OF MANAGING THE PROGRAMS AND THE BUDGETARY IMPLICATIONS OF SPECIALIZED AGENCIES. MEMBERS OF THE GENEVA GROUP (EXCEPT POSSIBLY NETHERLANDS AND OBSERVER SWEDEN) SEEM FINALLY TO HAVE "BITTEN THE BULLET" IN RECOGNIZING FORMALLY THE FUNDAMENTAL ROLE CAPITALS MUST PLAY IN COORDINATING PROGRAM DECISIONS FROM THE OUTSET IF ANY ORDER IS TO BE MAINTAINED IN THE BUDGET PROCESSES OF SPECIALIZED AGENCIES, THE UN ACTIVITIES, OR OF OTHER INTERNATIONAL ORGANIZATIONS. WHETHER IT IS A TURNING POINT, HOWEVER, NECESSARILY WILL DEPEND UPON OUR FOLLOW-UP; AND THIS, IN TURN, WILL DEPEND MUCH UPON THE DEGREE AND QUALITY OF U.S. LEADERSHIP, PARTICULARLY IN THE FORM OF PROGRAM AND BUDGET ANALYSIS DONE IN WASHINGTON BY INTERESTED AGENCIES TO SORT OUT VARIOUS U.S. OBJECTIVES. NOW HAVING FORCED THE ISSUE THE US MUST LEAD IN THIS OR WE WILL RETURN TO THE TRADITIONAL GENEVA GROUP PATTERN WHERE GENEVA GROUP MEMBERS POOL THEIR ANGUISH BUT NOT THEIR ACTIONS.

10. OTHER ASPECTS OF THE MEETING ARE REPORTED IN A WRAP-UP CABLE.SORENSEN

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## Message Attributes

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